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S E C R E T GENEVA 001058

SIPDIS

DEPT FOR T, VC AND EUR/PRA  
DOE FOR NNSA/NA-24  
CIA FOR WINPAC  
JCS FOR J5/DDGSA  
SECDEF FOR OSD(P)/STRATCAP  
NAVY FOR CNO-N5JA AND DIRSSP  
AIRFORCE FOR HQ USAF/ASX AND ASXP  
DTRA FOR OP-OS OP-OSA AND DIRECTOR  
NSC FOR LOOK  
DIA FOR LEA

E.O. 12958: DECL: 11/23/2019

TAGS: [KACT](#) [MARR](#) [PARM](#) [PREL](#) [RS](#) [US](#) [START](#)  
SUBJECT: START FOLLOW-ON NEGOTIATIONS, GENEVA  
(SFO-GVA-VII): (U) MEETING OF THE TREATY TEXT AND  
DEFINITIONS WORKING GROUP DEFINITIONS SUBGROUP, NOVEMBER  
10, 2009

REF: A. GENEVA 0956 (SFO-GVA-V-026)  
[1](#)B. GENEVA 0981 (SFO-GVA-VI-036)

Classified By: A/S Rose E. Gottemoeller, United States  
START Negotiator. Reasons: 1.4(b) and (d).

- [1](#)1. (U) This is SFO-GVA-VII-007.
- [1](#)2. (U) Meeting Date: November 10, 2009  
Time: 3:30 - 6:00 P.M.  
Place: U.S. Mission, Geneva

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SUMMARY  
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[1](#)3. (S) A meeting of the Treaty Text and Definitions Working Group (TTDWG) Definitions Subgroup was held at the .U.S. Mission on November 10, 2009. The meeting began with the United States providing a short briefing on the agreed treaty structure and a discussion on how many of the existing structural brackets could be removed based on this common approach. The group addressed 13 additional Group II definitions (agreeing on two terms: "silo training launcher" and "training launcher") and re-visited two definitions. The Russian side raised the possibility of adding a new definition for "item of strategic offensive arms."

[1](#)4. (U) Subject Summary: Rollout of the Three-Tiered Treaty Structure; Nested Terms; First Pass of All Group II Terms

Completed; Revisiting Two Terms; and, Defining Item of SOA.

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ROLLOUT OF THE THREE-  
TIERED TREATY STRUCTURE  
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15. (S) Mr. Siemon informed the Russian side that a common approach to the treaty structure had been agreed between the Heads of Delegation. Mr. Dean presented a brief outline of the three-tiered, legally-binding structure, all of which would be considered integral parts of the START Follow-on (SFO) treaty. The tiers would be: 1) Treaty text comprised of 17 or 18 Articles; 2) Protocol of the treaty comprised into the 7 Sections; and, 3) a Technical Annex to the Protocol which would contain the detailed procedures not found in the Protocol. Dean stressed that achieving this resolution would allow the sides to remove a number of the existing structural brackets. The Russian side was very interested in the briefing and asked about the anticipated schedule for completion of the various tiers. The U.S. Delegation explained that the first two would be ready at the time of signature and the third would follow later; because all three tiers needed to be submitted for ratification; the legislative branch review could not begin until the entire treaty package was done. Due to the duration of the ratification process, entry into force of the treaty would happen some time later.

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NESTED TERMS  
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16. (S) Siemon noted that, at the last Subgroup meeting, the U.S. side committed to assessing how to deal with nested terms in an attempt to reduce the number of definitions required. Siemon reported that the U.S. analysis showed that it was more complicated than expected. Siemon said he first searched for the use of the terms and definitions within the Joint Draft Text (JDT) of the treaty. Additionally, he surveyed the other U.S. working group chairs on the relative importance of each of the terms and definitions used in their respective Protocol sections. Admiral Kuznetsov asked whether the results of the analysis could be shared. Siemon noted that much more work was required before it would be possible to share the assessment.

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FIRST PASS OF ALL  
GROUP II TERMS COMPLETED  
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17. (S) The sides reviewed the remaining Group II terms and definitions (REF A), ultimately agreeing to two additional terms and removing significant brackets on a third. Discussion on the 13 terms were as follows:

-- "In-country escort." This term was affected by the standing disagreement between the delegations about continuous monitoring. The sides could not agree on the U.S. bracketed language to include "monitors" among "inspectors" and "aircrew" as the recipients of assistance by the in-country escort. The remaining structural brackets would be resolved later.

-- "Long-range non-nuclear ALCMS." The sides came to an understanding that this term was most likely not needed, however, before it was removed from the list, there would have to be agreement on inspections of long-range non-nuclear ALCMS in storage. This term was left in Group II to be resolved later.

-- "Long-range nuclear ALCM." The bracketed text for this term hinges on whether or not a long-range ALCM was nuclear- "armed" (United States) or nuclear- "equipped"

(Russia). The sides came to no agreement. Dean explained the U.S. position to maintain START definitions unless a substantive change in meaning has been agreed. Mr. Taylor stated that in English these terms have very different meanings, and the U.S. side did not wish to change the agreed START understanding. Therefore, unless the Russian side was seeking to change the START meaning of the term, the United States was not willing to accept "equipped." Kuznetsov explained that Russia did not keep nuclear arms on cruise missiles for its heavy bombers or submarines, so under current Russian practice the correct term was "equipped" but not "armed." In response to a question from Taylor, he indicated that he did not know if current Russian practice had changed since the START Treaty was signed.

-- "Nuclear armaments for heavy bombers" and "nuclear armaments other than long-range nuclear ALCMS." These terms were contingent on the finalization of the counting rules and the sides decided discussion needed to wait until the

Memorandum of Understanding (MOU) Working Group completed this work. (Begin comment: This definition would be key to the U.S.-proposed method for counting nuclear warheads. End comment.)

-- The Russian side wanted to add "and equipped with a protective device" to the definition of "silo launcher of ICBMs," in another example of attempting to change an existing START concept. The sides agreed to refer back to the Conversion and Elimination (CorE) Section of the Protocol for discussion at a later time.

-- "Silo training launcher" was a term that the U.S. and Russian sides used in the JDT text (Articles IV and V, respectively). The sides noted that resolution was linked to the current issue related to space launch facilities and training facilities but the sides agreed on the definition as follows: "The term "silo training launcher" means a full-scale silo launcher specified for training purposes."

-- "Solid rocket motor" was a START term included in the JDT by the United States. Kuznetsov explained that this term was not used in the Protocol and that the CorE experts have decided that they did not need this term. Siemon said he would confer with the U.S. chair for the CorE Working Group and the Subgroup would return to this term at the next meeting.

-- The brackets in the "storage facility" definition were linked to the outcome of MOU Working Group deliberations on space launch facilities and former heavy bombers. This definition could not be resolved until further progress was made on those issues.

-- Kuznetsov proposed adding "silo launcher for ICBMs" and "mobile launcher of ICBMs or SLBMs" into the definition of the current U.S.-proposed term of "test launcher." The United States took this proposal back for consideration; the sides agreed to return to this definition at the next meeting.

-- "Training heavy bomber" was a START term included in the U.S. draft text and considered important for establishing various categories of heavy bombers to be reported in the MOU. The Russian side questioned the need for the term. Siemon said he would gather more background from the U.S. chair of the MOU Working Group.

-- "Training launcher." With very little discussion, the definition of this term was agreed as: "The term "training launcher" means a silo training launcher or a mobile training launcher."

-- "Weapon delivery vehicle" was a START term in the U.S. draft treaty text that was a building block towards defining a ballistic missile. The group agreed to return to this term later.

-- "Transit." Kuznetsov agreed to a portion of this bracketed definition, allowing for one-way movement from one facility or location to another facility or another location for non-deployed ICBMs and SLBMs, but reserved agreement on launch canisters and non-deployed mobile launchers until the

issues on mobile systems have been worked out in other working groups.

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REVISITING TWO TERMS  
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¶8. (S) After completing the Group II list of terms, Kuznetsov requested to revisit the definitions for "air base" and "each year" (REF B). In both cases, he reiterated the Russian position with no changes by requesting the removal of the U.S. brackets remaining in the "air base" definition, and stressing the inconvenience of defining "each year" in any way other than the Russian fiscal year. (Begin comment: Russia's fiscal year is 12 months and begins on January 1 of each year. End comment.) Siemon agreed to reconsider the "air base" definition but stressed the need to define "each year" relative to entry into force of the treaty.

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DWFINING ITEM OF SOA  
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¶9. (S) Before closing, Kuznetsov asked the subgroup to consider an issue that was raised in the CorE Working Group. He proposed adding the term "item of strategic offensive arm" because it would be useful in designating "new types" and "new kinds," as well as assisting in resolving on-going questions. The U.S. side responded that it could consider this, if given a draft definition.

¶10. (U) Documents exchanged. None.

¶11. (U) Participants:

U.S.

Mr. Siemon  
Lt Col Comeau  
Mr. Connell  
Mr. Dean  
Dr. Dreicer  
Mr. Taylor  
Mrs. Zdravecky  
Ms. Gross (Int)

RUSSIA

Adm Kuznetsov  
Ms. Fuzhenkova  
Col Kamenskiy  
Mr. Luchaninov  
Ms. Melikbekian  
Mr. Pogodin (Int)

¶12. (U) Gottemoeller sends.  
GRIFFITHS